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ABSTRACT

This document addresses the recommendation on developing teacher certification that is appropriate to adult education that was made in California's 1989 Strategic Plan for Adult Education. Following an executive summary, chapter 1 offers a history and summary of the recommendation and lists its objectives. Chapter 2 is a review of relevant literature. Chapter 3 presents credentialing options, criteria for evaluating the options, and the pros and cons of alternative approaches. The options are maintaining the current credentialing system, revising that system, adopting the community college model, providing professional certification, using alternate credential programs, and standardizing adult school and college noncredit programs. Recommendations appear in chapter 4. Chapter 5 offers conclusions and suggestions for future actions. A 26-item bibliography appears. Appendices contain adult education credential requirements, eminence credential requirements, and materials from the Association of California School Administrators-designated subjects advisory committee. (CML)

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TEACHER CERTIFICATION APPROPRIATE TO ADULT EDUCATION

Working Paper on Strategic Recommendation 10

Advisory Review Draft
March 3, 1990

DRAFT

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Adult Education Institute for Research and Planning

Teacher Certification Appropriate to Adult Education

Working Paper on Strategic Recommendation 10

Advisory Review Draft
March 3, 1990

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Letter of Transmittal

Teacher Certification Appropriate to Adult Education is one of fourteen recommendations set forth in ***Adult Education for the 21st Century: Strategic Plan to Meet California's Long-Term Adult Education Needs.***

The primary goal of this working paper is to explore various approaches to teacher credentialing or certification. The models which are presented can then be compared and discussed in order to select one for further development. That proposal should meet the needs of both flexibility and quality for California's adult education systems.

Broad field involvement in the discussions on the recommendation is solicited. Sub committee members of the Interim Steering Committee and the leadership of the professional organizations of the community college noncredit and public school adult education programs are encouraged to facilitate input from the field. Written comments are invited.

This paper is a working document. It does not necessarily represent the views of the State Department of Education, the California Community College Chancellor's office, or the Interim Steering Committee. Any further development of the certification models discussed in this paper will be as a result of field review, recommendation of the Interim Steering Committee, and approval of the Superintendent of Public Instruction and the Chancellor.

Sincerely,

Cuba Miller

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This paper has been prepared under Contract 7147 from the Adult Education Unit of the Youth, Adult and Alternative Educational Services Division of the California State Department of Education.

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This paper has been prepared to summarize background information and outline possible policy decisions. The contents of this paper do not necessarily reflect the policies of the State Department of Education, Community Colleges, Interim Adult Education Steering Committee, or other institutions.

Executive Summary

The overall objective of this recommendation is to balance the need for an adequate and timely supply of qualified instructors of adult learners with the need to maintain agreed upon standards.

A Strategic Plan for California adult education was developed in 1988-89 under the auspices of an Adult Education Advisory Committee.

This paper addresses one of the fourteen strategic recommendations: ***Teacher Certification Appropriate to Adult Education***. The recommendation addresses the need for adult schools to be given more flexibility for the selection and certification of teachers. The preparation and certification of teachers should reflect the needs of adult learning, which are different from K-12 instruction. Adult education teachers should be certified on the basis of demonstrated mastery of skills and knowledge of the principles of adult learning, their subject, and instructional methods appropriate for adults.

Credentialing can be a complex issue filled with frustrations for many practitioners. It is the intent of this paper to examine a variety of approaches to the topic in order to improve the process for adult educators.

The overall objective of this recommendation is to balance the need for an adequate and timely supply of qualified instructors of adult learners with the need to maintain agreed upon standards.

Credentialing in Adult Education

California is one of the few states which require a credential for adult education instructors.

In Cope's 1983 study, for those states that had no credentials the respondents, State Directors and presidents of professional organizations, were asked why certification was *not* required. The top three responses were:

- Certification would remove non-academically prepared but effective teachers from the teaching market.
- Certification is an unreasonable demand for part-time teachers.
- Competency-based inservice training is offered as an alternative.

Other notable reasons for the absence of certification included:

- Certification would limit the number of qualified instructors in rural areas.
- There is no guarantee that a certified teacher is competent.
- There is lack of validated criteria for certification.

In the summary of her study, Cope concluded ". . .there are many more opinions about ABE certification than research. Overall, the literature that supported certification emphasized the professional benefits, while arguments against certification generally were criticisms of the effectiveness of the traditional credit-based certification system. Based on the literature reviewed for this study, there was no clear cut rationale for or against adult basic education certification." That, of course, is reflected in the small number of states requiring credentialing for adult teachers.

It is difficult to ascertain when credentialing began in California. The earliest reference located was the Political Code of 1872. By then there was an intricate and well-defined credential hierarchy in place.

Classes specifically for adults were started in the state in San Francisco in 1856. The forerunner of legal recognition for an adult system was a decision by the state Supreme Court in 1907 that allowed state aid for evening secondary schools. The first legislative action came ten years later when funding of classes for students 18-21 years of age was authorized. In 1921 Americanization classes for immigrants were mandated. In 1941 junior colleges, then a part of the public school system, were authorized to offer high school level classes.

The year 1945 was a landmark for public school adult education. The legislature authorized adult schools to collect fees, and for the first time there is direct mention of an adult education credential in the *Education Code*. Section 12140 reads: "The minimum standard for any adult education credential shall be as high a general standard for each of the subjects as conditions at the time will warrant. This credential shall authorize service as a teacher in any class for adults in the subjects named herein" (Statutes of 1945, Chapter 1205). Clearly, this was not a stellar example of high professional standards. Current requirements are summarized under ***Credentialing Options***.

New Developments and Other Considerations

There are two developments which are likely to have major impact on credentialing for California adult educators:

- **Teacher Shortages**. Demographic conditions set in motion by birth rates of past decades will cause California's population to be skewed increasingly toward an aging workforce and ultimately a disproportionately large retirement population. This changing age profile will impact the supply of teachers. When attrition due to retirement is combined with the reluctance of today's younger generation to enter teaching, adult schools may find it increasingly difficult to recruit and retain qualified teachers.

- **Legislative Action.** The 1988 passage of *Assembly Bill 1725*, the reform legislation for California Community Colleges, repeals credentialing requirements for community colleges and replaces them with minimum qualifications for employment. These new employment policies are in a state of flux. The target date for implementation is July 1, 1990. The law is silent on specifying new noncredit employment policies. However, work on noncredit policy is closely paralleling the credit provisions. This impacts public school adult education as well, because both systems draw from the same supply of instructors.
- **Institutional Impacts.** In any discussion of changing credential requirements, the financial interests of impacted institutions cannot be overlooked. The Commission on Teacher Credentialing is self-supporting through credential fees. Similarly, teacher preparation programs are dependent on student enrollment for their very existence.

Key Findings of Literature Review

The review of literature and models for examining this recommendation point to several key findings:

- **Instructional Diversity Complicates Credentialing.** Adult education is a broad field which manifests itself in many guises, thus making it difficult to come to agreement on common standards.
- **Most States Do Not Require Adult Credentials.** California is one of only a few states which requires credentials for adult education instructors.
- **Research Does Not Confirm Impacts from Credentialing.** There is insufficient research to support the necessity for credentialing where it does not already exist.
- **Renewed Interest in Voluntary Certification.** The decade of the 1980's generated a renewed interest at the national level in voluntary certification as a means to enhance the profession.
- **Shortage of Teachers Will Impact Credentialing.** Labor market forces indicate that increasing demands for adult instructional services, coupled with a shortage of teachers, will create pressures to ease credentialing requirements in order to enlarge the pool of available teachers.
- **Community College Legislation Requires Adult School Response.** Community college reform legislation which repeals credential requirements will have a major impact on public school as well as noncredit adult education.

These findings and considerations will guide the development of credentialing policy options and recommendations.

Credentialing Options

The literature and examination of the current credentialing regulations identify six options for staffing California's adult education classrooms:

- **Maintain the Current System.** Currently, any credential which is valid in the K-12 public school system is accepted in the appropriate corresponding category in adult education: elementary for adult basic education, including ESL; secondary for the high school level programs; designated subjects; and vocational education. There are, in addition, several versions of adult education credentials. Specifically, there are preliminary and clear credentials in both part-time and full-time authorizations. To move from the preliminary to the clear credential requires both experience and course work in adult education.
- **The Community College Model.** *Assembly Bill* 1725 repeals all previous statutes on community college credentials and replaces them with minimum qualifications for employees of the credit division. The individual districts can develop additional standards for employment. The legislation does not specify minimum qualifications for noncredit instructors. A task force is developing these, following the credit model, while at the same time incorporating provisions acknowledging the differences in the nature of credit and noncredit programs.
- **Professional Certification.** Professional certification is obtained by voluntarily submitting to assessment of agreed upon criteria by one's peers in order to receive their public stamp of approval. At a minimum the procedure involves the members of a profession defining a common body of knowledge, usually including a code of ethics, agreeing upon the essential competencies its practitioners should possess, developing and administering the assessment, and publicizing the results.
- **Alternative Credential Programs.** Alternative credentialing approaches allow an applicant with subject matter expertise to start teaching without any professional training in education. That training in the form of course work, in-service activities, or work with a mentor teacher is undertaken simultaneously with the classroom assignment. Credentials are granted based upon completion of the training, the amount of which varies among programs, and satisfactory classroom evaluations.

All models have value. Some components from those listed above are incorporated into the recommendations discussed below.

Recommendations

The two remaining models both receive a recommendation for further consideration.

REVISE THE CURRENT CREDENTIALING SYSTEM

This recommendation would retain the basic credentialing system as it now exists. However, adjustments are presented to address the currently perceived weakness--to "fix" things. Seek legislative changes to allow the following:

- **Adult Endorsements.** Treat elementary and secondary credentials in a similar manner as adult preliminary credentials. Require an adult "endorsement" to be added within a specified period of time.
- **Timelines.** Consider shortening the term of the preliminary credential.
- **Professional Reciprocity.** Recognize the state-issued licenses of other professions for instruction within the field of the license, without further credentialing requirements.
- **Provision for Emergencies.** Provide for local school board declared emergencies during which, using locally determined employment criteria, noncredentialed employees could be used in the classroom temporarily.
- **Community College Credentials.** Recognize the previously issued community college credentials for service in adult schools.
- **CBEST Substitute.** Allow usage of a district's high school proficiency tests as a substitute for CBEST results for temporary credentials of one term, or until next CBEST administration.

The above list is illustrative, rather than prescriptive. If the decision is made to work on revising the current system, other issues could become a part of that process.

STANDARDIZE ADULT SCHOOL AND COMMUNITY COLLEGE NONCREDIT QUALIFICATIONS

Are public school adult schools and noncredit community college programs ready and willing to examine a common approach to employee qualifications for public funded adult education? The repeal of community college credentials is one step which makes such a discussion a viable option. This could even be done within the framework of voluntary compliance (*i.e.* no credentials) by the colleges and retaining, but revising, the requirements for credentials by public schools, if that were necessary.

This option would be an amalgamation of several of the options reviewed within the paper. Components to be addressed include:

- **Same Qualifications.** Use adult school credential and the pending minimal qualifications for noncredit programs as a basis for development.
- **Competency Identification.** Address competencies for each of the state funded areas of instruction.
- **Compentency Demonstration.** Establish a procedure for determining that the competencies have been met.
- **Flexibility.** Qualifications need to be framed in a manner to allow local agencies to respond to rapidly changing circumstances.
- **Compliance.** Determine whether the qualifications will be mandatory (credential required) or voluntary.

This recommendation is far reaching. There is precedent for common standards for the two systems. They are funded for the same ten authorized areas of instruction. They operate under the same regulations for the federal program. They work on the same committees, plan, deliver, and attend the same staff development activities. Some are employed by both systems. The members of the two systems are kindred souls. Why not have the same or close to the same requirements for employment?

Conclusions

Due to the nature of these two recommendations, a two step process is involved. First, a decision will need to be made within each system if a joint initiative should be undertaken to standardize employment qualifications for community college noncredit and public school adult education instructors. With a positive response, the recommendation to revise current public school adult credentialing is subsumed into the broader effort. If that joint initiative is not approved by both systems, public school adult educators will need to chart their own course.

In either event, the role of AEI staff during future development of the recommendation will be to broker the process by:

- Refining the issues
- Presenting background materials to impacted governance bodies of the system(s)
- Securing representation from impacted governance bodies
- Convening and staffing multi-agency meetings to draft employee qualifications
- Identifying organizational, political and legal issues
- Preparing reports for field review

This working paper is being submitted for field review, discussion and directions for further action. A similar process will be followed for each step of developmental work. The goal is to reach consensus on one course of action. Then final employee qualifications and the resolution of organizational, political and legal issues can be pursued. All work is subject to the approval of the Superintendent of Public Instruction and the Chancellor of the California Community Colleges.

Chapter 1

Introduction and Overview

The current adult teacher certification system must be reassessed to ensure that it does not block the recruitment of qualified instructors nor impede the ability of programs to respond to changing needs.

Credentialing can be a complex issue. It is the intent of this paper to examine a variety of approaches to the topic to improve the process for adult educators.

A Strategic Plan for California adult education[1] was developed in 1988-89 under the auspices of an Adult Education Advisory Committee. The plan contains fourteen specific recommendations to improve the state's adult education programs. As a result of the plan, the Adult Education Institute for Research and Planning (AEI), operating under the governance of a field based steering committee, was established with the initial task of facilitating the implementation of the plan.[2]

This paper addresses one of the fourteen strategic recommendations: ***Teacher Certification Appropriate to Adult Education***. This working paper will summarize a number of models for examining the adult education credentialing system. From these, one will be selected for additional development.[3] Its five chapters cover:

(1) Introduction and Background on the Recommendation
(2) Review of Literature
(3) An Examination of Options for Implementing the Recommendation
(4) Recommendations
(5) Conclusions and Future Actions

Credentialing can be a complex issue filled with frustrations for many practitioners. It is the intent of this paper to examine a variety of approaches to the topic in order to improve the process for adult educators.

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[1] Adult Education Advisory Committee, ***Adult Education for the 21st Century: Strategic Plan to Meet California's Long-Term Adult Education Needs***, California State Department of Education, 1989 Edition.

[2] Pacific Management and Research Associates, ***Adult Education Research and Planning Institute: Workplan for Implementation Research on the 1989 Strategic Plan for Adult Education***. prepared for the Adult Education Unit, California State Department of Education, December 1989.

[3] Adult Education Institute for Research and Planning, ***Guidelines for Working Papers on Strategic Recommendations: Workplan for Preparation of Policy Option Papers, Feasibility Studies and Implementation Plans***, prepared for the Adult Education Unit, California State Department of Education, December 1989.

Teacher credentialing is designed to ensure that those who teach are qualified to do so. This chapter provides the background for examining the issue of credentialing for adult instructors.

This background provides the framework for reviewing the literature and examining the options on credentialing which are contained in the balance of this paper.

Summary of Recommendation

Recommendation 10, along with its supporting comments, is repeated here as it originally appeared in ***Adult Education in the 21st Century: Strategic Plan to Meet California's Long-Term Adult Education Needs.***

Adult education, like any profession, must have a teacher certification system, but it should be appropriate to the requirements of teaching adults.

> Teacher certification must be made more appropriate to adult education. Currently adult educators and teachers of school children must meet the same credentialing requirements. However, this certification requirement has become a barrier to attracting the best teachers of adults. Since adult learners attend on a voluntary and not a mandatory basis, different kinds of teaching talent are frequently needed to attract and hold these students. Further, the education of adults is frequently done best by qualified practitioners of their fields, most of which do not have the time to meet lengthy certification requirements.
>
> Adult education, like any profession, must have a teacher certification system, but it should be appropriate to the requirements of teaching adults. This plan therefore recommends that adult education teachers be certified on the basis of demonstrated mastery of the skills and knowledge they will teach, instructional methods appropriate to adults, and the ability to attract students and have them perform.
>
> Since it is appropriate for adult learners to receive competency-based instruction that is available at any time and any place, the same principle might well hold for the credentialing of teachers of adults. College-based certification programs should continue with content better adjusted to adult teaching needs. At the same time however, prospective adult education teachers should also have the option of becoming certified by passing competency tests or otherwise demonstrating for subject knowledge and instructional methods appropriate to adults. There should also be provisions for interim teachers to obtain certification by completion of selected workshops and demonstrated ability to retain students and produce a specified level of educational achievement by students.

Recommendation 10
TEACHER CERTIFICATION APPROPRIATE TO ADULT EDUCATION

Certify adult education teachers on the basis of skills and knowledge in three areas:

- Instructional methods appropriate to adults rather than K-12 level children.
- Subject areas to be taught.
- Educational achievement of students.

Competency-based certification processes should be developed to document mastery of requirements.

With more flexible credentialing requirements, adult education will be more able to recruit and hold top teaching talent. The above recommendation is especially important for those who wish to teach while maintaining careers that may be outside of education.

The above discussion and text of Recommendation 10 will be used as a guideline for the review of options presented in this paper.

History of Recommendation

The 1988-89 Adult Education Advisory Committee, the policy group for the development of the Strategic Plan, was interested in adult teacher certification because the current credentialing process presents some anomalies and problems in addressing the unique needs of the adult education system.

A number of credentials are acceptable for teaching in public school adult schools: elementary, general secondary, secondary designated subjects, vocational, and adult designated subjects--both part time and full time. Credentialed teachers are not required in the self-supporting community service classes.[4] However, astoundingly, community college credentials are not honored for teaching in the public school adult system. The credential for the only other adult delivery system in the state is not accepted whereas an elementary credential is! Thus, only subject matter--not the needs of adult students, are recognized in those circumstances.

[4] This presents the situation where the same teacher may be teaching the same class in two locations with a credential required for one of the classes, but not the other. For example, a class in investments or estate planning would require a credentialed instructor if it were offered in a senior center as part of a program for older adults. That same class offered at a different location and attended primarily by 30-40 year olds, would not required a credentialed instructor.

The credentialing process sometimes makes it difficult to attract other professionals to offer short courses for which they are uniquely qualified.

The credentialing process sometimes makes it difficult to attract other professionals to offer short courses for which they are uniquely qualified. For example, individuals from the medical and legal professions are in high demand for classes in health and safety, older adults or substantially handicapped. Since these professionals are licensed in their own fields, the time and expense involved in obtaining/maintaining educational credentials becomes a deterrent to sharing their expertise with adult students.

Adult schools need to react quickly to changing circumstances in their communities. Unfortunately, if there is a need for rapid expansion due to conditions such as plant closures or new public initiatives, such as Greater Avenues to Independence (**GAIN**) or the Immigration Reform and Control Act (**IRCA**), the current credentialing process does not allow rapid response. The recent expansion to meet the demands of IRCA is a good example. Qualified ESL instructors in some cases were available from the community colleges, individuals returning from overseas teaching positions or from community based organizations. However, qualified teachers from these sources could not be hired by adult schools if they didn't already have an acceptable credential.

The requirement for the California Basic Educational Skills Test (**CBEST**) in academic subjects (including ESL) is a time deterrent in circumstances similar to those described above. The fixed, infrequent schedule for CBEST administration is not geared to meet the needs of adult schools' flexible schedules and start-as-needed classes.

Local adult school administrators and adult credential advisors have more specific concerns about the credentialing process. These include the hardships encountered by agencies that are not located near institutions with credential programs, inconsistent interpretation of the regulations by the Commission on Teacher Credentialing, and reservations about the extended length of time (five years) for which preliminary credentials are issued. The rationale for the latter concern is: if training in adult learning is valuable, and if methods and materials for adults are essentially different from those applicable to youth--and professional adult educators believe that to be the case--then why let someone stay in the classroom up to four-and-a-half years before receiving that training?

The problems are indicative of the need for an examination of what is truly needed to ensure that competent instructors staff the classrooms of the state's adult education classes.

Pointing out problems with the current credentialing process is not automatically synonymous to wanting to do away with it, although alternatives to the system will be discussed later in this paper. The problems are indicative, however, of the need for an examination of what is truly needed to ensure that competent instructors staff the classrooms of the state's adult education classes.

Objectives of Recommendation

The intent of Recommendation 10, **Teacher Certification Appropriate to Adult Education,** is to focus attention on the adult credentialing process in relation to meeting the unique needs of the adult delivery system. The recommendation addresses two of the Strategic Plan's long-term planning themes: primarily to "Improve Quality and Responsiveness of Program," and secondarily to "Improve Access to Users" (See Exhibit 1).

Exhibit 1
OBJECTIVES OF RECOMMENDATION

IMPROVE QUALITY AND RESPONSIVENESS OF PROGRAM

- **Ensure instructors are qualified to teach adults.**
- **Ensure instructors are competent in their teaching fields.**
- **Facilitate use of other professional licenses in adult classes.**
- **Maintain flexibility to meet wide range of changing needs.**
- **Utilizes competency based processes.**

IMPROVE ACCESS TO USERS

- **Utilize other professional certification to provide courses in needed areas of instruction.**
- **Credential in timely manner to facilitate startup of new classes.**
- **Facilitate adequate supply of qualified teachers to meet student demand.**

The key linkage of these two important strategic objectives to teacher certification is outlined below:

Improve Quality and Responsiveness of Program. The main purpose of licensing any profession is to ensure that practitioners are qualified to practice in their field. This involves not only expertise in the appropriate body of knowledge, but also an understanding of the client to be

served. The regulations established to maintain standards cannot be so rigid that the system cannot take advantage of the expertise of professionals outside of education. And the system must be flexible enough to respond to rapidly changing social conditions within the community.

Improve Access to Users. The ability to use professionals from other fields is also applicable here by broadening the range of course offerings. In other ways also, improving access to users is closely akin to the program responsiveness mentioned above. To provide student access to classes, qualified instructors have to be available for those classes. If classes have to be added on short notice, ways must be found to certify qualified individuals in a timely manner. The largest deterrent to timely credentialing of otherwise qualified individuals is the schedule of CBEST administration.

The overall objective of this recommendation, then, is to balance the need for an adequate and timely supply of qualified instructors of adult learners with the need to maintain agreed upon standards.

Chapter 2

Review of Literature and Information

There is widespread agreement that credentialing and certification are important issues. However, there is little agreement about the need for crendentialing and certification. Where there is agreement over its desirability, there are diverse views about the best application.

As we enter the 1990's, certification promises to be a "hot topic" for the field of adult education. Not only was it identified by the 1988-89 Adult Education Advisory Committee as an area deserving its own recommendation in the Strategic Plan, but it was also the topic of a junto at the October, 1989 conference of the American Association of Adult and Continuing Education. Were the two bodies discussing the same subject? Not necessarily.

To provide background on credentialing and current discussions about its future, this chapter will cover the following topics:

- General Literature and Background
- New Developments and Considerations
- Key Findings from the Literature

There is widespread agreement that credentialing and certification are important issues. However, there is little agreement across the nation about the need for credentialing or certification. Where there is agreement over its desirability, there are diverse views about the best approaches.

General Literature and Background

Certification can be defined as a guarantee that a standard has been met. The value of the certification, then, would be dependent on the nature of the standard(s). California educators use the terminology "certificated employees" for all school positions requiring a credential. But in this case an educational credential is a license, a permit in the public schools. Although there are requirements to be met to obtain a

credential, some would question whether a teaching credential and teacher certification are synonymous.

Professional certification is "... a voluntary process, regulated by the profession, to measure competencies possessed by the practitioner...Its main intent is not to restrict entrance into the profession, but to advance the competencies of individual practitioners."

Certification, or to use the terminology of choice in the national discussions, "professional certification," as defined by Galbraith and Gilley is "...a voluntary process, regulated by the profession, to measure competencies possessed by the practitioner... Its main intent is not to restrict entrance into the profession, but to advance the competencies of individual practitioners."[5]

To contrast the two, the above source continues with a definition for licensure that is applicable to credentials: "...a mandatory legal process required by a political governing body in order to protect the public from incompetent practitioners. Individuals within a profession under licensure cannot practice without a license."[6]

For clarification, in this paper the terms "credential" or "license" will be used for the required permit for teaching or to pursue other fields such as medicine or law in California. "Professional certification" will be used for that broader seal of approval which is issued by some professions. Professional certification will be discussed in more detail along with other options to implement this recommendation. "Certification" will be used when that terminology has been employed in reference material and may apply to either of the above.

BRIEF HISTORY OF CREDENTIALING

The first organized credential program was for the medical field, developed by Frederick II during the 13th century.[7] During the same period the church served as a prototype of a credentialing agency for education, since nearly all education was centered around that institution. The role of the church as gatekeeper for education continued through the years, with the primary goal of ensuring that teachers were of high moral quality and either taught or did nothing to subvert religious beliefs. As responsibility and opportunity for education began to shift from the church to governmental jurisdiction, local communities established criteria for their teachers.

In the early 1800's counties commonly gave written examinations to ensure the literacy of teacher applicants. Nearly 200 years later, basic skill tests have again become a common prerequisite for a credential in many states in the country (*i.e.* CBEST in California).

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[5] Michael Galbraith and Jerry Gilley, ***Professional Certification: Implications for Adult Education and HRD***, ERIC Clearinghouse on Adult, Career, and Vocational Education, Information Series No. 307, The Ohio State University, Columbus, Ohio, 1986, page 3.

[6] *Ibid.*, page 4.

[7] *Ibid.*, page 11.

By the 1900's responsibility for teacher examinations and licensing had passed from the county to the state. The next shift in emphasis for teacher preparation and certification went from state testing to colleges and universities. State testing reached its lowest use in the mid-fifties, but has been increasing since that time. Now some form of written examination (such as National Teacher Examinations) is either required or accepted by virtually all states as a part of the credentialing process.[8]

The testing of teacher applicants is not necessarily effective, however, if its goal is to ensure good teachers. In her 1983 study Cope cited research indicating that there is no correlation between test results and teacher effectiveness. Test results cannot distinguish between the trained and untrained teacher or the one who is trained but incompetent.[9]

CREDENTIALING IN ADULT EDUCATION

California is one of the few states which require a credential for adult education instructors.

California is one of the few states which require a credential for adult education instructors. The manual from the National Association State Directors of Teacher Education and Certification shows adult credentials for only five states. One national survey in 1983 revealed that 13 states in the country require a credential or other certification for adult education instructors. Seven of these specify certification in adult education: Arizona, Arkansas, Delaware, Georgia, Louisiana, Mississippi, and Missouri. Five other jurisdictions, in addition to California, have some licensing requirements but do not require a specific credential in adult education: Alabama, District of Columbia, Minnesota, Rhode Island, and New York City (not the state).[10]

Another survey in 1986 lists twelve states that require certification for adult instructors. This list includes three states not listed in the above 1983 study: Connecticut, Hawaii, and New Mexico.[11]

In Cope's 1983 study, for those states that had no credentials the respondents, State Directors and presidents of professional organizations, were asked why certification was *not* required. The top three responses were:

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[8] Judith Cope, *et al.*, ***Feasibility of Requiring and Delivering Certification for ABE Teachers in Pennsylvania***, University of Pennsylvania, Indiana, Pennsylvania, 1983, pages 2-3.

[9] ***Ibid.***, page 4.

[10] ***Ibid.***, page 15.

[11] Patrice Burton, "Certification of Adult Education Teachers," ERIC document CE 044 850, 1986, page 2.

- Certification would remove non-academically prepared but effective teachers from the teaching market.
- Certification is an unreasonable demand for part-time teachers.
- Competency-based inservice training is offered as an alternative.

Other notable reasons for the absence of certification included:

- Certification would limit the number of qualified instructors in rural areas.
- There is no guarantee that a certified teacher is competent.
- There is lack of validated criteria for certification.[12]

In the summary of her study, Cope concluded "...there are many more opinions about ABE certification than research. Overall, the literature that supported certification emphasized the professional benefits, while arguments against certification generally were criticisms of the effectiveness of the traditional credit-based certification system. Based on the literature reviewed for this study, there was no clear cut rationale for or against adult basic education certification."[13] That, of course, is reflected in the small number of states requiring credentialing for adult teachers.

CALIFORNIA CREDENTIALING AND ADULT EDUCATION

It is difficult to ascertain when credentialing began in the state. The earliest reference located was the Political Code of 1872. By then there was an intricate and well-defined credential hierarchy in place. Teaching certificates could be awarded by City, County or State Boards of Examination consisting of the Superintendent (yes, the State Superintendent of Public Instruction) and four teachers. Tests were administered by the latter two covering arithmetic, algebra, grammar, composition, geography, United States history, physiology, natural philosophy, natural history, orthography, defining, penmanship, reading, methods of teaching, vocal music, and drawing. Endorsements in the various subjects were then listed on the certificate. Graduates of normal schools could receive a certificate without examination. Only

[12] Cope, *op. cit.*, page 29.

[13] *Ibid.*, page 61.

females were issued third grade (the lowest ranked) certificates. These credentials cost two dollars. State credentials were valid for longer than the local ones.

Classes specifically for adults were started in the state in San Francisco in 1856. The forerunner of legal recognition for an adult system was a decision by the state Supreme Court in 1907 that allowed state aid for evening secondary schools. The first legislative action came ten years later when funding of classes for students 18-21 years of age was authorized. In 1921 Americanization classes for immigrants were mandated. In 1941 junior colleges, then a part of the public school system, were authorized to offer high school level classes.[14]

The *Education Code of 1943* refers to credentials issued to authorize teaching in defense and war production classes. That year's code also temporarily extends from one to three years the amount of time needed to meet the Constitutional requirement for all credentials (*i.e.* take a class about or pass a test on the United States Constitution).

The year 1945 was a landmark for public school adult education. The legislature authorized adult schools to collect fees, and for the first time there is direct mention of an adult education credential in the *Education Code*. Section 12140 reads: "The minimum standard for any adult education credential shall be as high a general standard for each of the subjects as conditions at the time will warrant. This credential shall authorize service as a teacher in any class for adults in the subjects named herein" (Statutes of 1945, Chapter 1205).

Between the *Education Codes* of 1943 and 1945, terminology changed to indicate that the role of the city and county boards was now to "...provide for the registration of any credential or life diploma issued by the State Board of Education." All prior codes authorized local issuance of credentials.

In 1945 the *Education Code* first initiated minimum standards for a number of credentials. It was at that time that the five years of training was established for a secondary credential and an advanced degree for the junior colleges. Clearly, the adult education requirement of "...as high a general standard... as conditions at the time will warrant..." was not a stellar example of high professional standards.

In the statutes of 1976 the phrase "or in classes organized primarily for adults" was added as an authorization for holders of elementary and secondary single subject, multiple subject, or specialist credentials.

Currently, any credential which is valid in the K-12 public school system is accepted in the appropriate corresponding

[14] Senate Education Committee, Background Paper for interim hearing on Senate Bill 1018, Sacramento, 1981, Exhibit I.

category in adult education: elementary for adult basic education, including ESL; secondary for the high school level programs; designated subjects; and vocational education. There are, in addition, several versions of adult education credentials. Specifically, there are preliminary and clear credentials in both part-time and full-time authorizations. To move from the preliminary to the clear credential requires both experience and course work in adult education (See **Appendix A** for complete adult education credential requirements). The education requirement for a clear credential covers the philosophy, methods and materials for adult learners. It is noteworthy that under this credentialing system, those teaching with elementary or secondary credentials are never exposed to these theories and methods of adult learning.

A little-used section of the Education Code states, "upon the recommendation of the governing board of a school district, the commission may issue an eminence credential to any person who has achieved eminence in a field of endeavor commonly taught or service practiced in the public schools of California.

A little-used section of the *Education Code*, which has potential for meeting the special needs of adult educators, is the portion on the "eminence credential." This section states, "upon the recommendation of the governing board of a school district, the commission may issue an eminence credential to any person who has achieved eminence in a field of endeavor commonly taught or service practiced in the public schools of California. This credential shall authorize teaching or the performance of services in the public schools in the subject or subject area or service and at the level or levels approved by the commission as designated on the credential."

Credentials will no longer be required for community college noncredit instruction. The community college system will be discussed in the section on ***New Developments and Considerations***.

PROFESSIONAL CERTIFICATION

In the first section of this chapter, professional certification was defined as a voluntary process developed and regulated by members of the profession to measure and advance the competencies of individual practitioners. The benefits of such self-regulation include deterrence to standards being imposed by jurisdictions outside of the profession, protection of the public from unqualified practitioners, and improvement of both initial preparation and professional growth activities. All these impacts are assumed to lead to standardization and enhancement of the profession.

In 1986, Galbraith and Gilley published a comprehensive monograph on professional certification. In this study they refer to more than a dozen studies and a multitude of additional papers and articles on the topic. A comparable number of studies in the broad field of generic professional certification are reviewed and analyzed in relation to adult education. In broad strokes, the development of professional

certification, as synthesized by Galbraith and Gilley would include:

- Defining a common body of knowledge, identifying the competencies therein, validating and placing them in performance terms.
- Establishing minimum competency levels and the criteria and methods for measuring them.
- Developing the program and encouraging participation.

Whereas the many studies reveal general consensus on these components of professional certification, there is little agreement on the desirability or feasibility of developing a certification program on a national level.

This lack of agreement on developing a professional certification program for adult educators was reflected both in the extensive literature reviewed for Cope's study and in the junto on that topic at the 1989 meetings of the American Association of Adult and Continuing Education (AAACE). Much of the discussion at the AAACE junto centered on the difficulty of defining a body of knowledge and appropriate competencies for the diverse field of adult education, questions about the benefits of certification, disagreement over mandatory versus voluntary certification, differing views on the role of AAACE in the process, and debate over whether professionalization had to precede certification. Despite the lack of agreement on the final outcomes, there were recommendations to follow the model developed by Galbraith and Gilley as a framework for future discussions on voluntary certification, and to continue to use the junto at the annual AAACE conference as a mechanism for defining the body of knowledge and competencies that should be required for adult education.

In the late 1970's, a prototype of voluntary certification was developed by the Colorado Association for Adult and Continuing Education. The endorsement procedure consisted of assembling a portfolio of materials, evaluations, recommendations, professional growth activities, and verifications of various sorts of contributions made to the profession, which was then reviewed by a panel of peers against predetermined criteria. Although the program foundered after a few years, there is still interest in this approach to professionalization.[15]

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[15] Joy Jenkins Coy, "Colorado Model for Adult Educators," *Journal of Adult Education*, Mountain Plains Adult Education Association, Winter, 1978.

OTHER APPROACHES

In addition to the state credentialing and professional association certification discussed above, two other approaches merit attention. These are alternative credentialing and professional teacher education modules.

Alternative Credentialing

About half of the states have procedures for staffing classrooms utilizing procedures outside of the normal credential mechanisms. These are probably used most commonly to secure math and science teachers. New Jersey's Provisional Teacher Program is a good example. A noncredentialed candidate with a Bachelors of Arts degree in the desired teaching field and an acceptable score on the National Teacher Examination can go into the classroom. Simultaneously, the individual is required to undertake 200 hours of instruction in methods, materials, and child psychology. At the conclusion of the first year, the school principal decides whether or not to recommend a regular credential. In 1988-89 29 percent of New Jersey's new teachers entered education through this system. First year attrition from these alternative entries into education has been only 4 percent, while traditionally prepared first year teachers leave at the rate of 16 percent per year.[16]

Scattered programs around the country have similar approaches. Some of these are California's District Intern Program, the American Federation of Teachers' Teacher Recruitment and Intern Program (TRIP) (which emphasizes work with mentors along with concurrent college work), and the Polaroid Corporation's Project Bridge (which pays for the educational training of their employees who choose to switch to teaching).

The Educational Excellence Act, proposed by President Bush, would allocate $25 million in start up funds for states to develop alternative credentialing programs. The agreed-upon weak spot in all of these alternative programs is the lack of consensus on how much formal training in education is needed or desired. Is teaching a skill or an art? How many angels can dance on the head of a pin?

Professional Teacher Education Modules

The National Center for Research in Vocational Education at Ohio State University has published over 130 performance-based teacher education learning packets. There is a category of six modules on teaching adults. These include:

16 "Teacher Wanted: No Experience Necessary," *Business Week*, November 20, 1989, page 22.

- Prepare to Work with Adult Learners
- Market an Adult Education Program
- Determine Individual Training Needs
- Plan Instruction for Adults
- Manage the Adult Instructional Process
- Evaluate the Performance of Adults

Other modules (*i.e.* program planning, instructional techniques, methods and materials, guidance, competency based education, evaluation, and more) are also appropriate for adults. Competencies included in the adult learning modules were identified by an analysis panel of adult education professors, trainers from industry, and practitioners. The modules are highly structured. They contain background reading, specific activities to be completed, criterion-referenced assessment, extensive bibliographies and suggestions for optional activities. They are designed for teachers in training but are also appropriate for professional growth. They are designed to be used with the assistance of a resource person (*i.e.* a teacher educator, an experienced teacher, or an administrator).

These modules are a resource for trainers of adult instructors where training programs are not geographically accessible, or for programs where no credential is required but program managers want employees to have specific kinds of background pertinent to adult learning. They might even be used as a springboard for the development of a professional certification program.

New Developments and Considerations

There are two developments which are likely to have major impact on credentialing for California adult educators. First, demographic trends fostering shortages of adult educators are likely to encourage less restrictive credentialing. Second, legislative actions are likely to focus attention on adult education credentialing.

TEACHER SHORTAGES

Increasing demand for adult instructional services coupled with shortages of persons entering teaching as an occupation will create labor market pressures to lower and simplify credentialing requirements.

Demographic conditions set in motion by birth rates of past decades will cause California's population to be skewed increasingly toward an aging workforce and ultimately a disproportionately large retirement population. The large post-World War II "baby boom" generation is now in its 30's and 40's. In two decades, they will approach retirement age. This trend, coupled with increasing life expectancy and a relatively small population of youth and young adults, will cause profound changes in the age profile of California and the nation.

The proportion of the California population over age 65 is commonly expected to grow from 8.1 percent in 1970 to 14.4 percent in 2020. Over the same time period, the proportion of the population under age 25 will slip from 47.4 percent to 34.9 percent, and the average age of the population will rise from 31 to 44 years.

It is noteworthy that California age distribution trends will vary somewhat from national trends concerning the proportion of youth and young adults. For example, some 37.8 percent of California's population will be under age 25 in comparison to 33.9 percent for the nation.[17] For the most part, this can be attributed to the influx of immigrant populations and higher birth rates among a growing non-white population.

California's changing age profile will impact the supply of teachers. Large portions of today's teachers are approaching retirement age.[18] Many K-12 schools confront a situation in which half their teachers may have to be replaced during the next decade.[19] These conditions are also likely to impact the supply of teachers for adult education. When attrition due to retirement is combined with the reluctance of today's younger generation to enter teaching,[20] adult schools may find it increasingly difficult to recruit and retain qualified teachers.

LEGISLATIVE ACTION

Recent and prospective legislation promises to have major impact on credentialing for adult education, most notably, the 1988 passage of *Assembly Bill 1725*, the reform legislation for California Community Colleges. This legislation repeals credentialing requirements for community colleges and replaces them with minimum qualifications for employment. After consultation with the Academic Senate, the minimum

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17 *Statistical Abstracts of the United States, 1988*, Bureau of the Census, Washington, D.C., 1988, Table 16, page 15.

18 Helen Cagampang, Walter Gams, Todd Greenspan and James Gutherie, Teacher Supply and Demand in California: Is the Reserve Pool a Realistic source of Supply, Policy Analysis for California Education, Berkeley, August 1986.

19 *A Nation Prepared: Teachers for the 21st Century*, Task Force on Teaching as a Profession, Carnegie Forum on Education and the Economy, May 1986, page 10.

20 Tom Hayden, "A Disquieting Survey of Recent Berkeley Graduates," *Sacramento Bee*, February 25, 1987, page B-9.

qualifications are to be adopted by the Board of Governors and administered by local districts.

These new employment policies are in a state of flux. The target date for implementation is July 1, 1990. However, at the time of writing this report it seems unlikely that the goal will be met. Thus, information reported in this section is incomplete and subject to change. The legislation itself has qualifiers on implementation based on funding for specific portions of the law which impact employment policies.

Provisions of the Law

Chapter 2.5, Article 2:87356 of the law states:

"...the regulations shall establish the minimum qualifications for hire as a community college faculty member teaching any credit course, as any of the following:

(1) Possession of a master's degree from an accredited institution, or equivalent foreign degree, in the discipline of the faculty member's assignment.

(2) Possession of a master's degree from an accredited institution, or equivalent foreign degree, in a discipline reasonably related to the faculty member's assignment and possession of a bachelor's degree from an accredited institution, or equivalent foreign degree, in the discipline of the faculty member's assignment.

(3) For faculty assigned to teach courses in disciplines where the master's degree is not generally expected or available, which are, generally, disciplines in specialized technical, trade, or industrial fields, either of the following:

(a) Possession of a bachelor's degree from an accredited institution or equivalent foreign degree, in a discipline reasonably related to the faculty member's assignment, plus two years of professional experience, plus appropriate certification to practice or licensure or its equivalent, if available.

(b) Possession of an associate degree from an accredited institution in a discipline reasonably related to the faculty member's assignment, plus six years of professional experience, plus appropriate certification to practice or licensure or its equivalent, if available..."

The law also provides that the Board of Governors adopt regulations for local jurisdictions to provide waivers regarding the minimum qualifications.

Note that the above provisions are for the credit program. The law is silent on specifying new noncredit employment policies. However, work on noncredit policy is closely

paralleling the credit provisions. It is now anticipated that the Board of Governors will adopt minimum qualifications for noncredit classes in the spring of 1990.

The Californians' Task Force on Noncredit Education is developing a position paper on the impact of noncredit status of programs on personnel policies. Issues under review include the nature of the noncredit student population, different goals of that population, the flexibility needed to meet changing community needs, decentralization of programs, the greater need to use outside experts in portions of the noncredit program, and the need for more part-time staff. The recommendations being developed by this task force will be sent to the state Academic Senate and the Board of Governors prior to any adoption of minimum qualifications for the noncredit program.

Assembly Bill 1725 also addresses the ratio of full-time to part-time staff. Currently, 67 percent of the hours of credit instruction is taught by full-time staff. The goal is to increase this to 75 percent.[21] Although comparable figures are not available for the total noncredit program, some staffing data is available for noncredit ESL programs. A 1988 Adult ESL Employment Survey by California Teachers of English to Speakers of Other Languages (**CATESOL**) garnered responses from ten community college noncredit programs, including the two largest (San Francisco and San Diego). Of the 1,150 noncredit instructors represented, 17.5 percent had full-time contracts. In San Francisco 52 percent of the ESL instructors had full-time contracts. If their data is excluded, only 3 percent of the ESL instructors in the other nine noncredit programs have full-time positions. Certainly, incomplete ESL data cannot be accurately generalized to the entire noncredit system. However, we do know that ESL comprises over 37 percent (1987 figures) of the total noncredit program in the state. Thus, legislation requiring changes in the ratio of part- and full-time staff in this area of instruction would significantly impact total system figures.[22]

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[21] Board of Governors, California Community Colleges, "Assembly Bill 1725: A Comprehensive Analysis," Sacramento, January 1989, page 12.

[22] For comparative purposes, 1987-88 CBEDS data for public school adult education reported 7.7 percent full-time certificated staff. That figure includes administrators, counselors, coordinators, and department chairs. There is no breakout for teachers only.

Implications for Adult Schools

If the Assembly Bill 1725 provisions for full-time staff are applied to noncredit programs, there will be a significant impact on the availability of potential employees for public school adult schools.

If the *Assembly Bill 1725* provisions for full-time staff are applied to noncredit programs, there will be a significant impact on the availability of potential employees for public school adult schools. Where adult schools and community colleges operate in close proximity, there is already some competition for qualified personnel. Both salary rates and the number of available teaching hours currently play a part in this. Major differences in employment requirements can only exacerbate the situation.

With the removal of credential requirements for the community colleges, expensive and cumbersome public school credentialing will undoubtedly lead to a shift of the most qualified applicants to the college system. Certainly the colleges would have their pick of candidates. With the increase of full-time positions, the most qualified instructors who now work for multiple agencies would be likely candidates for those full-time positions.

The reverse of this, of course, is that those current part-time employees of the community colleges who are not selected for full-time employment would be available to the adult schools.

All of these scenarios are played out twice in the instructional categories that are significant in both credit and noncredit divisions of the colleges (*i.e.* basic skills and ESL). That is, there may be competition for the same personnel between the credit and noncredit divisions of the college. Competition between adult schools and the two divisions of the community colleges for qualified staff will be heightened by the decreasing size of the applicant pool. The community colleges estimate that, considering retirements, growing student enrollments, and the increased full-time staff, there will be a need for 18,000 new instructors by the year 2005.[23] Estimates for teacher needs in the public school system are just over 207,000.[22] There are no projections for adult schools specifically, but it is clear that the qualified teacher market is becoming increasingly competitive.

Clearly the new conditions addressed in this section indicate that a major task lies ahead. That task is the careful balancing of the need for an adequate supply of teachers with the need to maintain acceptable standards of qualification for teachers.

ADDITIONAL CONSIDERATIONS

Two additional considerations which merit attention are institutional impacts and demonstration of competencies.

[23] Judy Tachibana, "Community Colleges Face Teacher Shortage." *Sacramento Bee*, April 2, 1989.

Institutional Impacts

In any discussion of changing credential requirements, the financial interests of impacted institutions cannot be overlooked. The Commission on Teacher Credentialing is self-supporting through credential fees. Thus, any alternatives that bypassed that body could significantly impair its ability to perform other crucial functions.

Similarly, teacher preparation programs are dependent on student enrollment for their very existence. There are few enough institutions offering professional training in adult learning as it is. Options which would diminish the role of credit based preparation could prove fatal to more than one. It should also be pointed out that credit-based programs can--and some do--train students within the competency based framework that is called for in this recommendation.

Demonstration of Competencies

The goal of the call for more competency-based processes in credentialing teachers can be achieved in more than one way. Competency-based professional preparation is referred to above. Another is utilizing the employment process at the local level. Classroom demonstrations as a part of the application process are already a common practice in many ABE/ESL programs. Districts can develop hiring procedures that address many of the perceived difficulties in the current credentialing process.

Key Findings of Literature Review

The preceding review of literature and models for examining this recommendation point to several key findings:

- **Instructional Diversity Complicates Credentialing.** Adult education is a broad field which manifests itself in many guises, thus making it difficult to come to agreement on common standards.

- **Most States Do Not Require Adult Credentials.** California is one of only a few states which requires credentials for adult education instructors.

- **Research Does Not Confirm Impacts from Credentialing.** There is insufficient research to support the necessity for credentialing where it does not already exist.

- **Renewed Interest in Voluntary Certification.** The decade of the 1980's generated a renewed interest at the national level in voluntary certification as a means to enhance the profession.

- **Shortage of Teachers Will Impact Credentialing.** Labor market forces indicate that increasing demands for adult instructional services, coupled with a shortage of teachers, will create pressures to ease credentialing requirements in order to enlarge the pool of available teachers.

- **Community College Legislation Requires Adult School Response.** Community college reform legislation which repeals credential requirements will have a major impact on public school as well as noncredit adult education.

These findings and considerations will guide the development of credentialing policy options and recommendations.

Chapter 3

Options to Implement Recommendation

Six options emerge as possible courses of action for credentialing or certifying adult educators. All have attributes worthy of consideration.

Review of background information shows that there is little agreement over whether credentialing is needed, and little agreement over the form credentialing should take among those who view it as necessary. These conditions lead to a wide range of policy options.

In order to facilitate discussion, the options need to be reviewed against a common set of criteria. This chapter will cover:

- Credentialing Options
- Criteria for Evaluating the Options
- Comparison of the Alternatives

All options presented in this chapter have value. Even if not selected, components of each are suitable to be incorporated into selected policy or local practice.

Credentialing Options

The literature and examination of the current credentialing regulations identify six options for staffing California's adult education classrooms. These include maintaining the current credentialing system, adjustment of the current credentialing system, proposed community college model, professional certification, alternate credential programs, and standardization of adult school and community college credentialing (**See Exhibit 2**).

Exhibit 2
PROSPECTIVE CREDENTIALING OPTIONS

(1) **Maintain the Current Credentialing System**
(2) **Adjustment of the Current Credentialing System**
(3) **The Community College Model**
(4) **Professional Certification**
(5) **Alternate Credential Programs**
(6) **Standardizing Adult School and Community College Qualifications**

At this stage, discourse on these options is necessarily brief. For example, rather than developing extensive evaluation questions and collecting and analyzing data to answer those questions, summary discussions of the strengths and weakness of the various components and a common set of criteria for comparing them will be used as evaluations. The purpose of the working paper is to present overviews of the various models so that selection of options for more detailed studies can be made.

(1) MAINTAIN THE CURRENT CREDENTIALING SYSTEM

Working within the framework of the current credentialing system is one model that still needs to be considered. The current system is a dual one: a set of requirements for public school adult education and a different set for community college noncredit programs. Recognizing this, the balance of this option and the next one discussed pertains to the public school adult education system. The community college model is presented as a separate option.

If the present system is maintained, creative approaches need to be developed in the K-adult system to meet the objectives of the overall recommendation, *i.e.* develop the flexibility to balance the need for an adequate and timely supply of qualified instructors with the need to maintain standards.

Credentials are required for instructors of all classes in the ten state-funded categories. In order to teach in adult school a teacher must hold a credential issued by the California Commission on Teacher Credentialing. It does not have to be an adult education credential.

The Commission does issue adult education credentials. In broad terms, the preliminary adult education credential requires five years of education and/or experience related to each subject named on the credential, a U.S. Constitution requirement, and passage of the California Basic Educational Skills Test (CBEST) for academic subjects. The preliminary credential is good for five years. To obtain a clear credential,

an individual must complete a program of personalized preparation and obtain two years of experience. The adult education credential is available in full-time and part-time versions. The difference in the transition to a clear credential is the level of experience and the amount of work in the personalized preparation program. **See Appendix A** for complete requirements for the adult education credential.

The program of personalized preparation described above is completed under the guidance of a Commission-approved Local Education Agency (**LEA**). There are only nineteen LEA's in the state approved to conduct these programs and recommend issuance of the adult education credential: nine universities/colleges, eight county offices, and two local school districts.

The personal preparation consists of college units or a specified number of clock hours (again, different amounts for the full and part-time credentials) in pre-approved professional growth activities. It is this preparation that covers adult learning theory, methods and materials for different categories of adult classes, and other appropriate courses, varying slightly by institution, to prepare one for adult school instruction.

Credentials are no longer required for instructors who teach the self-supporting community service classes offered by the adult schools. Following Proposition 13, the State Department of Education's General Counsel originally indicated that these classes should continue to be staffed by credentialed teachers. That opinion was reevaluated and reversed in 1988.[24]

In addition to adult education credentials, any credential which can be used in public elementary and secondary schools can be used to teach in adult school in the comparable subject areas and levels authorized by the credential.

The seldom-used eminence credentials described in the literature review are also issued by the Commission. Greater utilization of these by adult schools may alleviate some of the credentialing concerns for members of other professional fields. Although this would ease the initial issuance of the credential, it would not remove the cost of the credential, nor the requirement for CBEST in academic areas. It is still expected that the individual would complete credential requirements if there is expectation of remaining in adult education more than one or two years. To give the eminence credential the true flexibility which is needed, it would be helpful if local diploma proficiency tests could be substituted for CBEST when needed. Regulations pertaining to the eminence credential can be found in **Appendix B**.

The Commission has demonstrated a willingness to address the concerns of adult educators in making the competencies

[24] Letter dated May 20, 1988 from Assistant General Counsel Roger D. Wolfertz to Jefferson Adult Center in Torrance.

addressed in personalized preparation programs consistent and more pertinent to the field. An Association of California School Administrators (ACSA) Credentialing Advisory Committee consists of representatives from adult school administrators, LEA's, the credentials section of the Chancellor's Office, and the Commission. It issued its first report in the spring of 1989. This work consisted of developing definitions and quality indicators for the competencies required to be met for a clear credential. One suggested use of the instrument is to "challenge" the competencies in lieu of course work. In such a case, the LEA could arrange for the examination of a candidate and use the quality indicators to determine mastery of the competencies. See **Appendix C** for a copy of this instrument.

Whereas the instrument is a guideline and has no legal standing, the Executive Secretary of the Commission has stated the support of the Commission for the work of the advisory committee and commended the results. He notes the value of voluntary standardization to determine achievement of the competencies and indicated a willingness to continue to work with the committee on future projects. The committee decided to keep their work on a recommendation basis with voluntary utilization at this time rather than seek legal changes in the regulations.

The history of California's existing teacher credentialing system was covered in the previous pages. Briefly, a credentialing system for teachers was in place prior to 1872. A separate adult education credential was specified in 1945. The current credential regulations became effective in 1984.

Despite the agreement to recommend examination of the appropriateness of current credentialing, there are some advantages to maintaining the present system. It is a known quantity. As discussed above, the Commission is working with adult educators to make the process more responsive to system needs. If that continues, and if voluntary agreements are followed, it would negate the need to seek legislative changes.

Recognizing elementary and secondary credentials in adult schools is both a strength and a weakness. The positive side of accepting these credentials is that there is a large pool of potential instructors who already meet legal requirements for employment. This is helpful in circumstances when large numbers of new employees need to be added within a short period of time. When the hiring crunch came to staff amnesty classes in 1988-89, ESL and bilingual teachers from the K-12 system were heavily recruited, and many responded to the need.

The disadvantage of recognizing these credentials is that K-12 teachers have had neither background nor training in adult learning. With a strong in-service program, many of them make a successful transition. But it is a fallacy to assume that

successful teachers of youth are automatically prepared for the adult classroom.

The five-year term of the preliminary credential is considered a drawback by some. Just as discussed for K-12 credentials, preliminary adult credentials are issued without training in adult learning. That background is covered in the course work required for the clear credential, and the instructor has up to five years to complete that. There are ways to minimize that time lag. At least two districts in the state tie advancement on the salary schedule to holding a clear credential.

The expense and paperwork required to obtain a credential are deterrents to other professionals who might otherwise be interested in teaching adult classes. Another obstacle to the issuance of credentials is the relatively small number of LEA's available which work with adult credentials.

The rigid schedule of CBEST testing presents problems at times. Educational Testing Service could be approached, perhaps by the Credentialing Advisory Committee, to see if arrangements could be made for a few locations to be established in the state for emergency test administrations. Such centers might be co-located with GED testing centers where procedures for safeguarding confidential testing materials are already in place. Los Angeles Unified School District has arrangements for special CBEST administration; that service needs to be available in other parts of the state as well.

The current system is in place. If a review of that system, along with other alternatives and field input, lead to seeking changes, those changes are still down the road a bit. Seeking new legislation and implementing change takes time. Meanwhile, cooperation between the Credentialing Advisory Committee and the Commission, perhaps along with greater use of the eminence credential, should continue to be encouraged.

(2) REVISE THE CURRENT CREDENTIALING SYSTEM

This option would retain the basic credentialing system as it now exists. However, adjustments are presented to address the currently perceived weakness -- to "fix" things.

The basic requirements for credentialing remain in place. Seek legislative changes to allow the following:

- **Adult Endorsements.** Treat elementary and secondary credentials in a similar manner as adult preliminary credentials. Require an adult "endorsement" to be added within a specified

period of time. The endorsement could be earned by demonstrating knowledge of the principles of adult learning and methods and materials appropriate for adults.

- **Timelines.** Specify that work to meet requirements for a clear adult credential must begin within one year of obtaining a preliminary credential. Consider shortening the term of the preliminary credential.

- **Professional Reciprocity.** Recognize the state-issued licenses of other professions for instruction within the field of the license, without further credentialing requirements. Employment beyond one year would be predicated on locally administered requirements to demonstrate knowledge of the principles of adult learning.

- **Provision for Emergencies.** Provide for local school board declared emergencies during which, using locally determined employment criteria, noncredentialed employees could be used in the classroom temporarily. A condition of employment would be starting work on credential requirements within a specified, brief period of time.

- **Community College Credentials.** Recognize the previously issued community college credentials for service in adult schools.

- **CBEST Substitute.** Allow usage of a district's high school proficiency tests as a substitute for CBEST results for temporary credentials of one term, or until next CBEST administration.

The above list is illustrative, rather than prescriptive. If the decision is made to work on revising the current system, other issues could become a part of that process.

This option has no history independent of the current credentialing regulations. The "history" is the accumulation of stated dissatisfaction and identified weakness of the laws presently in effect.

These proposals are offered in an attempt to strengthen the perceived deficiencies of the current credential requirements. The plan addresses the need for a background in adult learning and the need for more flexibility in obtaining employees in critical circumstances. Other professional expertise is recognized. Quality issues are addressed by maintaining the content requirements of the current credentials and calling for demonstration of knowledge of the principles of adult learning.

These proposed amendments to credentialing procedures are just that, however. It is tinkering with a system rather than starting from scratch and taking a fresh look at the entire nature and purpose of credentialing.

Any legislative change is difficult. It is a matter of speculation whether fine tuning the current system would be more acceptable to the Legislature than a more comprehensive reform. Whatever the approach, it would require working with and gaining the support of the Commission in order to have realistic prospects for success. The ACSA Credentialing Advisory Committee laid the groundwork for that kind of joint planning.

(3) THE COMMUNITY COLLEGE MODEL

The community college model is only now emerging. New regulations, for the most part, are in draft form and are not ready for public circulation. Most of what is known about the model is found in the legislation itself.

Assembly Bill 1725 is a general community college reform package covering many aspects of that system's governance and operations. Provisions of the law repeal all previous statutes on community college credentials and replace them with minimum qualifications (**See page 17**) for employees of the credit division. The individual districts, in consultation with their Academic Senates and, for some provisions, the local bargaining agents, can develop additional standards for employment. The legislation does not specify minimum qualifications for noncredit instructors. A task force is developing those, following the credit model, while at the same time incorporating provisions acknowledging the differences in the nature of credit and noncredit programs. It is anticipated that these guidelines will be available during Spring 1990.

This legislation was passed in September 1988, with a stated implementation date of July 1990. Delays of full implementation of the provisions are built into the law by basing that implementation on appropriations sufficient to fund all of the provisions. Since all of those appropriations have not been made, the legislation will be phased into operation.

Some see the dropping of credentials as a lowering of standards, at least in public perception. The intent of the employment section of *Assembly Bill* 1725 is to make community college employment practices consistent with other postsecondary institutions. There is no implication that the "minimum" will become the standard.

The changes in law are made. The various segments of the community college organizations are working judiciously for successful implementation. Any major reorganization or new initiative takes time to work out the bugs. The impact of

utilizing more flexible employment standards will be closely monitored, not only by community college personnel, but also by their adult school brethren.

(4) PROFESSIONAL CERTIFICATION

Adult education is a broad field encompassing many disciplines and offered under the auspices of multiple kinds of agencies. Few states require credentials for adult education instructors. Indeed, many delivery systems have no connection with public schools or colleges. Thus, there is no regulation of adult education personnel in many states--nor in California for those agencies which do not receive public funding. Professional certification is one option that can include practitioners from all agencies. It can be implemented independently of, or parallel to, credentialing.

Professional certification is obtained by voluntarily submitting to assessment of agreed upon criteria by one's peers in order to receive their public stamp of approval. At a minimum the procedure involves the members of a profession defining a common body of knowledge, usually including a code of ethics, agreeing upon the essential competencies its practitioners should possess, developing and administering the assessment, and publicizing the results. It requires an infrastructure, commonly a professional organization, and sufficient funding, usually fees collected for the certification, to maintain the program. The purposes of such a program include: recognition of competence and protection of the public from incompetent practitioners, enhancement of the profession, self-regulation of the profession, and setting standards for professional growth activities and for training to enter the profession.

No active professional certification program for adult education has been identified. The voluntary professional endorsement developed in Colorado in the late 70's has foundered for lack of an infrastructure to sustain it.

This model has evolved from a recognition of the benefits that could accrue to the field through professionalization and an examination of certification models from other professions.

Credentialing has been a requirement in California public schools for well over a century; adult schools are a part of that system. There is little likelihood that such requirements would be dropped without extensive and prolonged examination. The community colleges are just now, more than 20 years after separating from the public schools, making that move.

The fact of public school credentialing does not negate the value of this option, however. After a period of adjustment to their new procedures, college personnel may feel a need for public validation of their teaching skills. A professional

certification program would certainly complement the minimum qualifications for employment.

One of the strengths of a professional certification program is the self examination required to define the field and agree upon essential competencies.

It is unlikely that professional certification could replace credentialing in the public schools in the foreseeable future. Community college personnel will need time to settle into their new employment practices before formally examining a professional certification program. The model, however, can provide guidelines to local districts, both public school and college, for supplementing established hiring criteria.

(5) ALTERNATE CREDENTIAL PROGRAMS

The community college and professional certification options, whereas they are alternatives to the present system, require no credentials at all. They are similar to this option, however, in that one can begin teaching without a credential.

Alternative credentialing approaches allow an applicant with subject matter expertise to start teaching without any professional training in education. That training in the form of course work, in-service activities, or work with a mentor teacher is undertaken simultaneously with the classroom assignment. Credentials are granted based upon completion of the training, the amount of which varies among programs, and satisfactory classroom evaluations.

About half of the states have adopted some form of alternative credentialing during the past five years. Nationwide, about 10 percent of the new teachers hired in 1988-89 entered the profession in this manner.[25]

Alternative credentialing is an option which is helpful in meeting critical teacher shortages. It has been used most frequently to recruit math and science teachers. Certainly, had such an option been available to adult educators in 1988-89, it would have helped alleviate the need for ESL instructors for the amnesty program. Professional training and strong peer support is needed for these programs to be successful. Good teaching is more than knowing the subject.

With the projected teacher shortage within a few years, it is likely that greater use of alternative credentialing will be used as a recruiting method to staff the nation's schools. As previously mentioned, President Bush supports startup funds to develop alternative credentialing programs.

[25] *Business Week*, op. cit., page 83.

(6) STANDARDIZE ADULT SCHOOL AND COMMUNITY COLLEGE NONCREDIT QUALIFICATIONS

Are public school adult schools and noncredit community college programs ready and willing to examine a common approach to employee qualifications for public funded adult education? The repeal of community college credentials is one step which makes such a discussion a viable option. This could even be done within the framework of voluntary compliance (*i.e.* no credentials) by the colleges and retaining, but revising, the requirements for credentials by public schools, if that were necessary.

This option would be an amalgamation of several of the options previously described. Start with the minimum qualifications of the community colleges with plans to augment them at the local level; identify essential competencies for the ten authorized areas of instruction; and establish a procedure for determining that these competencies have been met through either course work, demonstration, presentation of a portfolio of qualifications, or other agreed upon mechanisms. If identified employment standards were to become the same, but the requirement for a credential were to remain for the public schools, then the recommended changes described in Option 2 would still need to be sought.

There is precedent for common standards for the two systems. They are funded for the same ten authorized areas of instruction. They operate under the same regulations for the federal program. They work on the same committees, plan, deliver, and attend the same staff development activities. Some are employed by both systems. It is not uncommon for noncredit divisions and adult schools to both be treated as "step-children" of their parent districts. The members of the two systems are kindred souls. Why not have the same or close to the same requirements for employment?

There is much positive to be said for establishing similar requirements for similar programs. However, with an effort to move the community college system more in line with other postsecondary institutions, noncredit personnel may prefer to follow that more prestigious route rather than identify themselves with secondary level adult education programs. At the very least, this collaboration would delay implementation of *Assembly Bill 1725* for the noncredit programs.

There is a foundation of collaboration between the Chancellor's Office and the State Department of Education in the joint implementation of ***Adult Education in the 21st Century: Strategic Plan to Meet California's Long-Term Adult Education Needs***. It has to be acknowledged, however, that multi-agency planning is time-consuming and often frustrating due to differing policy group timelines and

procedures. If the practitioners of the two decide to pursue this option, it would then require the concurrence of the Chancellor's Office, their Academic Senate, the State Department of Education, and the Commission on Teacher Credentialing. Joint planning committees would need to be established in the ten instructional areas to develop teacher competencies within each area. Once consensus among practitioners, the systems, and the Commission was achieved, the plan would have to be negotiated through the legislative process.

Criteria for Evaluation of Options

The objectives for this recommendation were discussed in Chapter 1 (**See Exhibit 1**). These objectives have been incorporated into the criteria for evaluating the options. Other objectives for evaluation have been added. These include acceptability to interested parties, costs, and paper work. To evaluate the options, these factors will be addressed in terms of quality, responsiveness/access, acceptability, and administration (**See Exhibit 3**).

Exhibit 3
CRITERIA FOR EVALUATING OPTIONS

IMPROVE INSTRUCTIONAL QUALITY
- **Ensure instructors are qualified to teach adults.**
- **Ensure instructors are competent in their teaching fields.**
- **Utilize competency-based processes.**

IMPROVE RESPONSIVENESS AND ACCESS
- **Maintain flexibility to meet changing needs.**
- **Credential in a timely manner.**
- **Recognize other professional licenses.**
- **Provide adequate supply of qualified instructors.**

DETERMINE ACCEPTABILITY TO STAKEHOLDERS
- **To practitioners.**
- **To the public.**
- **To governing agencies.**

ASSESS ADMINISTRATIVE EFFICIENCY
- **Costs.**
- **Paper work.**

Each of the above noted four criteria are elaborated below:

- **Improve Instructional Quality.** Ensuring quality is the heart of any credentialing, certification, licensing or accreditation system. Teachers of adults need background in adult learning, which has some different characteristics from those of children and youth. All teachers need to be competent in the subject matter, methods and materials of their fields.
- **Improve Responsiveness and Access.** Rapidly changing conditions point to a need for flexibility in the employment of persons with the qualifications and skills to be adult instructors.[26]
- **Determine Acceptability to Stakeholders.** These options need to be examined in relation to how much support each can muster from its different stakeholder groups. Key groups to be considered are instructors and practitioners, taxpayers and general public, and governing agencies.
- **Assess Administrative Efficiency.** The complexity and cost of establishing and using a system is important. The credentialing system should not deter unnecessarily potential instructors. Nor should its costs and administrative apparatus be unduly large.[27]

The above four criteria will be used to assess the strengths and weakness of the policy options presented in the previous section.

Comparison of Pros and Cons of Alternative Approaches

Comparisons of the different options in relation to the evaluation criteria is summarized in **Exhibit 4**. The symbols in the chart approximate the degree to which the criteria is present in the option: high, medium, low, or unknown. These cannot be exact assessments. For example, under the current system we do not know how many instructors are working under adult education preliminary, elementary, or secondary credentials--none of which include training in adult learning--versus those

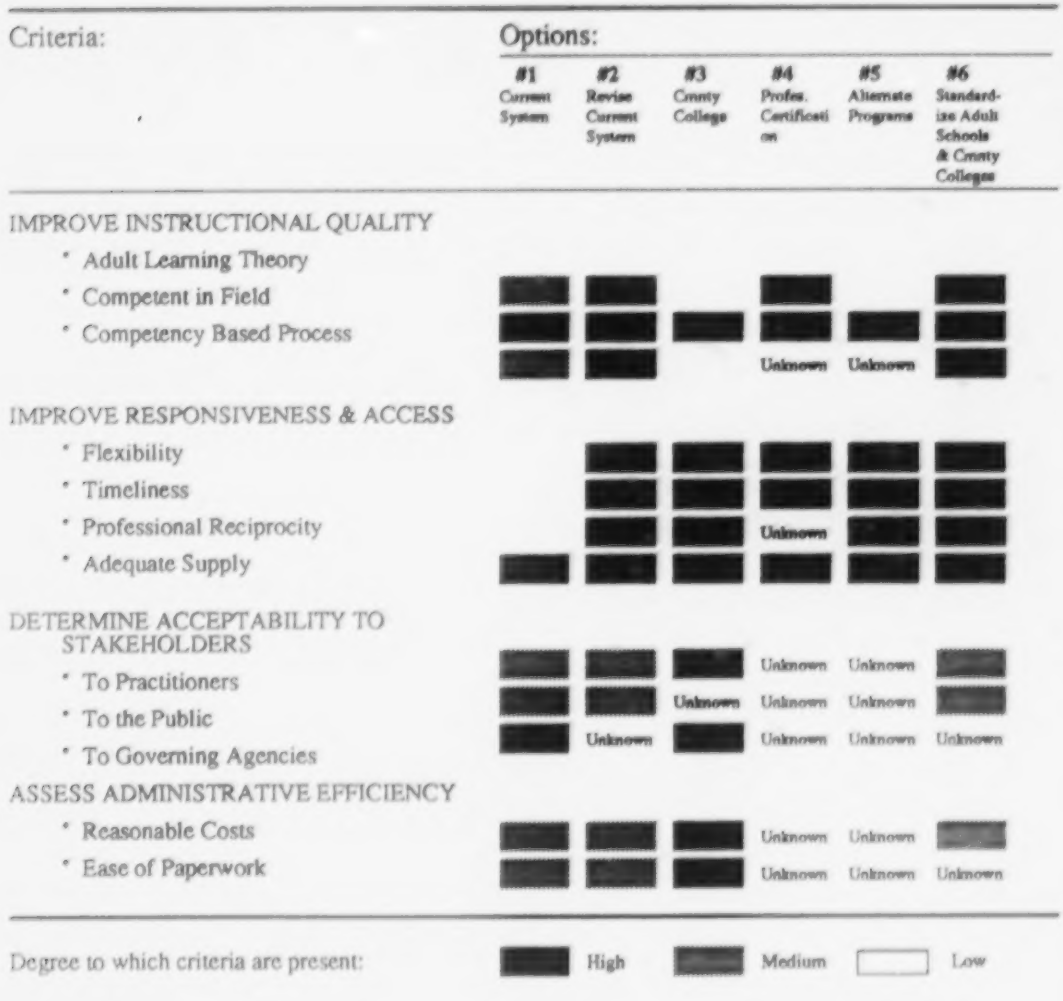
[26] This category may well be the heart of dissatisfaction with the current system. Adult educators have a need to start additional sections or entirely new classes on short notice. The length of time required to become credentialed and the CBEST scheduling are deterrents to quick responses to emergency needs. Although considered here, the recognition of other professional licenses can also be looked upon as both a quality issue (holders have been certified by other professions), and one of increasing student access by providing opportunities for new classes to meet community needs. The "access" could also be applied in a different meaning: instructor access to the adult education system.

[27] Current costs of a first time credential run between $150-$200 (application fee, fingerprints, CBEST, transcripts, miscellaneous). That is already steep. That, combined with the amount of paper work or other necessary procedures, can serve as a deterrent to those who may be desirable and willing instructors, but who are not actively seeking work in the educational profession.

who have clear adult credentials, which do.[28] In such an undetermined mix, a medium rating will be assigned. Again, in professional certification, would as-yet-to-be-determined verification processes be based on course work, paper and pencil examinations and recommendations, or on demonstrated competency, *i.e.* a competency-based process? We do not know because the system is not developed. With those caveats in mind, the comparisons are offered.

Exhibit 4

COMPARISON OF OPTIONS VIA COMMON CRITERIA



[28] CBEDS data for 1987-88 reported 16,384 certificated staff, including non-classroom personnel, in public school adult education. The Commission on Teacher Credentialing estimates that 35,000 adult education credentials are in circulation. This is based on a 12 percent sample with a +/-20 percent margin of error. There is no information available on the types of credentials held by those adult education instructors actually employed.

These comparisons can be ranked in different configurations.[29] Using weighted averages, two of the top ranked options are those alternatives which have known strong points, alongside many unknowns. That ranking is shown in **Exhibit 5**.

Exhibit 5
OPTION RANKING BY WEIGHTED AVERAGE

Option Number		Score
4	Professional Certification	3.0
5	Alternate Programs	2.7
6	Standardize Adult/Noncredit	2.7
3	Community College	2.6
2	Revise Current System	2.6
1	Current System	2.0

The large number of unknowns for professional certification and alternative programs have the potential for being molded to meet California's needs, should those more open-ended options be selected for further development.

Using raw score numerical rankings, the high scores go to the options about which the most is known currently. That is reflected in **Exhibit 6**.

Exhibit 6
OPTION RANKING BY NUMERICAL SCORE

Option Number		Score
3	Community College	29
2	Revise Current System	29
6	Standardize Adult/Noncredit	27
1	Current System	24
5	Alternate Programs	16
4	Professional Certification	15

Factors influencing the high ranking of the community college model are known acceptability to governing agencies and ease of administration, *i.e.* neither credential applications

[29] By assigning numerical values of 3, 2 and 1 for high, medium and low, raw scores can be determined for each option. Weighted averages use the number of known values as the divisor, thus neutralizing the unknowns.

nor fees. The fact of no credentials now being acceptable for the community colleges *vis a vis* the state and college hierarchy may well not automatically transfer to the public school adult schools. Without these high acceptability ratings, this option would drop to second or third place.

The high ranking for revising the current system can be attributed to specified improvements to a known system. Standardizing employment policies for public school and noncredit adult education carries many of those same known quantities, while still leaving a great deal of flexibility for innovative approaches.

Factors influencing the lower ranking options are the large number of unknowns. It should be pointed out, however, that some characteristics of both of these options are present in both Options 2 and 6, revising the current system and standardizing practices between adult schools and noncredit divisions of the colleges.

The factors discussed above, then, indicate that as adult educators examine the issue of credentialing and certification, subjective as well as objective considerations will continue to be a major element in that process.

Chapter 4

Recommendations

Any recommendation for change in the current credentialing requirements offers a unique opportunity to create a more flexible system to meet constantly changing needs.

Six options for credentialing or, in some cases, not credentialing adult educators have been explored:

(1) Maintain Current System

(2) Revise Current System

(3) Community College Model

(4) Professional Certification

(5) Alternate Programs

(6) Standardize Adult Schools and Community College Noncredit

Different ranking procedures emphasize different options (**See Exhibits 5 and 6**). All have merit. Recommendations are being made based upon combinations of options for the two delivery systems. This chapter, then, will cover:

- Options for Public School Adult Education
- Options Involving the Community Colleges

Other combinations of the models would be possible. Just as components of professional certification are contained in the standardization model, components of any plan could be incorporated into any other. The categories included here are based upon combinations of options for the two delivery systems.

Options for Public School Adult Education

Two of the options, Nos. 1 and 2, maintain a credentialing system.

Option 1 (**See page 23**) called for creative approaches in continuing the work of the ACSA Credentialing Advisory Committee with the Commission on Teacher Credentialing and others to find voluntary means of alleviating the major deficiencies of the credentialing process.

Option 2 called for specific, but not all inclusive, regulatory and legislative changes in the current credentialing system. Those items were selected for revision to address identified shortcomings of the current system (**See page 26**).

Recommendation for Option 2
REVISE CURRENT SYSTEM

Seek legal adjustments in the current credential system to improve the preparation of candidates and to improve the responsiveness and flexibility of the system. Revisions would address:

- Adult endorsements
- Timelines
- Professional reciprocity
- Provisions for emergencies
- Community college credentials
- CBEST flexibility

The specific points in Option 2 can stand alone or be incorporated into Option 6, if that course of action is selected.

Adjustments to the current system would not necessarily be limited to those items listed above. The component providing for emergencies is akin to the alternative credential programs, but is more limited in scope. Any professional certification program which may be developed by state or national professional organizations would be compatible with required credentialing where that already exists.

Options Involving the Community Colleges

Two of these options, Nos. 3 and 6, involve the brand new community college legislation, which does away with credentials and replaces them with minimum qualifications for employment. Without any clear indication at this time what form that implementation will take, specifically what kinds of local augmentations will be made to the minimum qualifications, it is difficult to predict whether those will evolve into procedures that the adult schools would emulate.

On the other hand, with one slate wiped clean, if protocols allow and willingness is expressed on the part of all concerned, now may be an opportune time to examine the feasibility of standardizing employment qualifications for both systems of publicly funded adult education.

Recommendation for Option 6
STANDARDIZE ADULT AND NONCREDIT

Develop standard qualifications for employment for the state's adult education programs. All personnel will convene multi-agency staff to develop mutually acceptable components of the recommendation. Components to be addressed include:

- Same qualifications
- Competency identification
- Competency demonstration
- Flexibility
- Determine mandatory or voluntary compliance

There is opportunity in this recommendation to incorporate components of all the other options, specifically professional certification and alternative programs. Indeed, the discussion of this option on page 31 specifies the augmentation of minimum qualifications by the identification of competencies for the ten funded areas of instruction and the establishment of procedures for demonstrating them. The determination of voluntary or mandatory (*i.e.* a credential) compliance could well be the component which generates the most attention.

This recommendation is far reaching. The requirement for credentials in community college noncredit programs has been repealed. The development of local augmentations to the minimum qualifications for the college system can range from

non-existent to extensive. That opens the door to cooperative efforts with public school adult educators to jointly define and use the same employment qualifications. Such a joint endeavor would be a major confirmation of the commonalty of the two systems.

Chapter 5

Conclusions and Future Actions

Two approaches to revising the current credentialing system have been recommended. Choices made now will influence adult education teacher credentialing for the future.

The 1988-89 Adult Education Advisory Committee selected credentialing as an area to be examined. Members were particularly concerned about competence in adult learning and subject matter, as well as the flexibility to facilitate the hiring of the best qualified people. It was the perception that sometimes the credentialing process becomes a barrier to those goals rather than serving its intended function of ensuring quality.

Adult educators are interested not only in the level of quality in its instructors and programs, but also the public perception of that quality as well.

Indeed adult educators are interested not only in the level of quality in its instructors and programs, but also the public perception of that quality as well. They want no more of the 1970's unjustified criticism of adult schools as basket weaving institutions.

It should be pointed out that there has been no huge outcry from the field to ease standards or to do away with credential requirements. But complaints are expressed about inflexibility of the system and inaccessibility to it in some parts of the state.

This paper has addressed six options for examining the credentialing system. Although all options are on the table for deliberation, two recommendations are made:

- Revise the Current System
- Standardize Adult School and Community College Noncredit

After field review and discussion, the Interim Steering Committee will select the option to be further refined in future study.

Due to the nature of these two recommendations, a two-step process is involved. First, a decision will need to be made within each system if a joint initiative should be undertaken to standardize employment qualifications for community college noncredit and public school adult education instructors. With a positive response, the recommendation to revise current public school adult credentialing is subsumed into the broader effort.

If that joint initiative is not approved by both systems, public school adult educators will need to chart their own course.

In either event, the role of AEI staff during future development of the recommendation will be to broker the process by:

- Refining the issues
- Presenting background materials to impacted governance bodies of the system(s)
- Securing representation from impacted governance bodies
- Convening and staffing multi-agency meetings to draft employee qualifications
- Identifying organizational, political and legal issues
- Preparing reports for field review

This working paper is being submitted for field review, discussion and directions for further action. A similar process will be followed for each step of developmental work. The goal is to reach consensus on one course of action. Then final employee qualifications and the resolution of organizational, political and legal issues can be pursued. All work is subject to the approval of the Superintendent of Public Instruction and the Chancellor of the California Community Colleges.

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APPENDICES

1. Adult Education Credential Requirements A.1
2. Eminence Credential Requirements A.3
3. Materials from ACSA Designated Subjects Advisory Committee . A.4

Appendix 1

Adult Education Credential Requirements

State of California
COMMISSION ON TEACHER CREDENTIALING
Box 944270, Sacramento, CA 94244-2700
(916) 445-7254 (12:30 - 4:30 p.m.)

DESIGNATED SUBJECTS ADULT EDUCATION TEACHING CREDENTIALS

Adult education Teacher Credentials are issued to individuals who meet the requirements listed below and who apply through and are recommend either a Commission-approved Local Education Agency (LEA) or by an Employing School District (ESD). A list of approved LEAs (form CL-506) is enclosed. Reference: Title 5 Sections 80036, 80036.1, 80036.2, and 80036.3

REQUIREMENTS FOR THE FULL-TIME ADULT CREDENTIAL

For the five-year ***preliminary*** credential:

1. Verification of five years of experience and/or education related to each subject to be named on the credential. The experience must m following criteria:

   NON-ACADEMIC SUBJECTS

Education and/or Training	Years of Subject-Related Experience Required
High school diploma or equivalent	5 years
24 semester units of college course work, including a minimum of 4 semester units in the subject to be taught	4 years
48 semester units of college course work, including a minimum of 8 semester units in the subject to be taught	3 years
72 semester units of college course work, including a minimum of 12 semester units in the subject to be taught	2 years
96 semester units of college course work, including a minimum of 16 semester units in the subject to be taught	1 year
Bachelor's degree with 20 semester units, or 10 upper division semester units in the subject to be taught	0 years

   ACADEMIC SUBJECTS: Bachelor's or higher degree completed at a regionally accredited college or university, including the comp 20 semester units, or 10 upper division semester units, in the subject to be taught. (The bachelor's degree is considered to be the equi of five years of experience.)

2. Possession of high school diploma or passage of the GED test or passage of the California High School Proficiency Examination, or possession of the foreign equivalent of a high school diploma.

3. Passage of the California Basic Educational Skills Test (CBEST). Applicants for the adult credentials in **NON-ACADEMIC subjects a** credentials authorizing the teaching of adults in an apprenticeship program are **exempt** from this requirement.

4. Completion of a two semester (or three quarter) unit course in the provisions and principles of the United States Constitution or passage examination in the subject given by a regionally accredited community college, college or university.

5. Verification by the ESD or LEA that the applicant is aware of the requirements for the clear credential.
   Note: A preliminary full-time adult credential valid for ONE-YEAR may be issued to applicants who have completed all requirements ex U.S. Constitution. The credential may be extended to its full five-year term upon application once that requirement has been met.

For the *clear* credential:

1. Possession of a valid preliminary full-time adult credential.

2. Verification by the ESD of two years of full-time teaching experience as authorized by the preliminary credential. Two years of full-time experience is defined as follows:
   a. teaching a minimum of 360 clock hours per year for two years within the five-year period of validity of the preliminary credential, an
   b. the renewal of an employment contract with one ESD, or a private school of equivalent status, for a second year of service.

3. Verification by an LEA that the applicant has completed nine semester units, or 135 clock hours, in a Commission-approved program of personalized preparation.

4. Completion of a unit requirement in health education, including, but not limited to, emphasis on the physiological and sociological effec abuse of alcohol, narcotics, and drugs and the use of tobacco. This health unit must also include nutrition.

Authorization: The preliminary or clear adult education teaching credential authorizes the holder to teach the subjects named on the credential (a below) in courses organized primarily for adults. In addition, the holder may serve as a substitute in courses organized primarily for adults for not than 30 days for any one teacher during the school year.

CL-697 5-89

REQUIREMENTS FOR THE PART-TIME ADULT CREDENTIAL

For the five-year *preliminary* credential:

1. Verification of five years of experience and/or education related to each subject to be named on the credential. The experience must
criteria listed above for the full-time credential.
2. Possession of a high school diploma or passage of the GED test or passage of the California High School Proficiency Examination, or
possession of the foreign equivalent of a high school diploma.
3. Passage of the California Basic Educational Skills Test (CBEST). Applicants for adult credentials in NON-ACADEMIC subjects and for
credentials authorizing the teaching or adults in an apprenticeship program are exempt from this requirement.
4. Verification by the ESD or LEA that the applicant is aware of the requirements for the clear credential.

For the *clear* credential:

1. Possession of a valid preliminary part-time adult credential.
2. Verification by the ESD of two years of successful part-time teaching experience as authorized by the preliminary credential. Two yea
part-time experience is defined as follows:
   a. teaching a minimum of one course in each of four semesters within the five-year period of validity of the preliminary credential, and
   b. the renewal of an employment contract or other employment agreement with one ESD, or a private school of equivalent status, for a mi
   three of the four semesters.
3. Verification by an LEA that the applicant has completed four semester units, or 60 clock hours, in a commission-approved program of
personalized preparation.

Authorization: The preliminary or clear part-time adult education teaching credential authorizes the holder to teach not more than half-time, as established by the employing school district, in the subject named on the credential (see list below) in courses primarily for adults.

Verification of Work Experience

Title 5 Regulations specifically require *verification, by previous employers, of five years of full-time paid work experience or its equivalent dir related to each subject to be named on the credential.* Work experience must be verified on company letterhead stationery, when such statio exists. In the case of self-employment, the applicant must include a letter explaining the nature and dates of the self-employment. The letter signed: *I certify under penalty of perjury that the contents of this letter are true and correct to the best of my knowledge.* The letter of self-verification must be supported by letters from customers or former customers, or from suppliers who sold work related merchandise to the ap or from business colleagues who had knowledge of the work experience. In extreme situations, when no supporting verifications of experienc be obtained, the applicant may submit his or her own verification statement, signed under penalty of perjury and notarized. The full responsi acquiring work experience verifications rests with the applicant.

ADULT EDUCATION SUBJECTS (Full-time subjects underlined -- part-time subjects follow)

ACADEMIC SUBJECTS (requires CBEST):

Basic Education: basic education (grades one through eight), arithmetic, high school diploma/G.E.D., reading, English as a second language, citizenship education, other (specify);
English and Humanities: English, speech and debate, law-general, creative writing, philosophy, library science, religious studies, other (speci
Foreign Language: specify the language for all language and literature skills;
Mathematics: technical mathematics, metrics (conversions from English to metric measurements), business mathematics, mathematics-gen (high school), algebra-basic, geometry, trigonometry, algebra-advanced, solid geometry, other (specify);
Science: natural (life) science-general, biology, botany-general, ecology, physical science-general, physics, chemistry, atmospheric scienc geology, other (specify);
Social Sciences: social science-general, women's studies, anthropology, economics, history, geography, political science, psychology, soci other (specify);

NON-ACADEMIC SUBJECTS (CBEST not Required):

Arts and Crafts: crafts-general, fiber crafts, painting and drawing, sculpture, ceramics, music, dramatic arts, design, jewelry and lapidary, cinematography, photography, graphic arts, other (specify);
Business Education: business-general, bookkeeping and accounting, financial management, data processing, computer programming, compu science, typing, shorthand, clerical skills-general, secretarial skills-general, other (specify);
Communications: communications-general, journalism, interpretation for the deaf, radio and television, advertising, braille transcription, other (specify);
Foreign Language (conversational): specify language;
Gerontology: personal growth and development, community involvement, survival skills, health, safety, and self-maintenance skills;
Handicapped: self-care, receptive or expressive language, mobility, self-direction, independent living skills, and economic-self sufficiency;
Health and Safety: physical education-general, water safety, first aid, driver education and training, fire prevention and control, industrial safe adaptive physical education, safety education, health education, other (specify);
Health Occupations: health professions/occupations-general, hospital and health care administration, nurse's aide, gerontological aide, home aide, hospital ward clerk, dental professional/occupational-general, medical laboratory technician, medical record librarian, other (specify);
Home Economics: home economics-general, home decoration and equipment, clothing and textiles, clothing design, clothing merchandising, upholstery, consumer economics and home management, food preparation, consumer homemaking education, other (specify);
Parent Education: parent education (including foster child care), parent cooperative preschool, family day care operation, child development, management, other (specify);
Public Administration: public administration-general, volunteer program management, public health management, park and recreation manage other (specify);
Vocational Training: agriculture/horticulture-general, electronic and electromechanical technology-combined or generalized, printing and litho general, commercial services-general, barber training, cosmetology, dry cleaning, metals, and metalworking, mechanical technology-genera construction management, drafting and design, chemical technology, woodworking, diesel and automotive technology, aeronautics and avi construction crafts, marine technology, other (specify).

Appendix 2

Eminence Credential Requirements

State of California
COMMISSION ON TEACHER CREDENTIALING
Box 944270, Sacramento, CA 94244-2700
(916) 445-7254 (12:30 - 4:30 p.m.)

EMINENCE CREDENTIAL

"Eminence" shall be interpreted to mean the possession of knowledge and skill in an area which the school district wishes to offe of its schools; distinguished superiority as compared with others in attainments; and superior knowledge and skill, which shall b determined in comparison with the generally accepted standards and achievement in the profession in which the credential is so

SCOPE OF EMINENCE: A person may obtain an eminence credential if the subject or service in which the work is determine exhibit eminence is one which a school board wishes to have taught or practiced in its district.

APPLICATION: Issuance of an eminence credential shall be based upon a statement of employment and a verification of qualifications.

(a) The statement of employment in the district shall include the proposed specific assignment of the credential applie a certification of the intention of the district to employ the applicant if granted an eminence credential.

(b) The verification of qualifications of an applicant for an eminence credential shall include:

(1) Recommendations, which may be from the following:
- professional association;
- former employers;
- any other individuals or groups whose evaluations would support eminence; and

(2) Documentation of achievement, which may include, but not be limited to, the following:
- employment, where pertinent;
- transcripts of related study;
- publications;
- professional performance;
- recognition of outstanding knowledge and skill and professional achievement.

(c) The Commission shall, in its distributions of its monthly agenda, provide notice to the public of those individuals for it is considering issuing eminence credentials. Any association, group or individual may provide the Commission w written statement regarding the qualifications to the individual under consideration by the Commission for an emine credential.

(d) The following information will enable the Commission to more fully understand the circumstances which have promp and application:

(1) a description/rationale of the special needs of the requested assignment that form the basis for requesting the service of an eminence credential holder rather than the holder of a credential that authorizes service in the requested assignment;

(2) an explanation of how close the applicant is to meeting the requirements for a credential (other than eminence) would authorize the requested services.

(3) a statement of whether or not it is the applicant's intention to work toward the regular credential;

(4) a description of the unique skills or knowledge of the applicant;

(5) the expected time period during which the eminence credential holder will be needed; and

(6) the usually circumstances (location, court orders to implement, special summer classes, etc.) that necessitate use of a person with an eminence credential.

(e) Passage of the California Basic Educational Skills Test (CBEST)*. To pass CBEST one must obtain a minimum scal score of 41 in each of the three sections (reading, mathematics, and writing). However a section score as low as 37 acceptable if the total scaled score is at least 123. For registration materials contact: California Basic Educational Test (CBEST), Educational Testing Service, P.O. Box 23260, Oakland, CA 94623-2326 (415)654-1200.

REISSUANCE OF EMINENCE CREDENTIAL: In determining whether or not it shall reissue an eminence credential, the Commission shall receive a written statement from the superintendent of the school district which shall include:

(a) a statement that the school district will rehire the applicant if the credential is reissued;

(b) a statement that the governing board of the school district has determined that the eminence applicant will best ser children of the district; and

(c) the eminence applicant's probation evaluation report compiled in the usual manner in which the district obtains repo its probationary employees' performance.

The request from the school district for a reissuance of an eminence credential shall also contain the specific job description of th assignment that the eminence credential holder will fill.

TERM OF ISSUANCE, REISSUANCE AND RENEWAL: An eminence credential shall be issued for a one-year period and be issued, reissued, or renewed for one-year periods upon the request of the governing board of the school district.

A summary adapted from California Education Code and Administrative Code, Title 5.

CL-504 2/89

Appendix 3

Materials from ACSA Designated Subjects Advisory Committee

May 19, 1989

TO: Designated Subjects Approved L.E.A.'s

FROM: A.C.S.A. Designated Subjects Advisory Committee

SUBJECT: Suggested Quality Indicators For Competencies For the Designated Subjects Clear Credentials Instrument

For the past three years, a credentialing advisory committee, (made up of representatives from adult education programs, L.E.A.'s, instructors of personalized preparation programs at the universities and colleges, the Commission On Teacher Credentialing, vocational education programs, and professional organizations) has been meeting to devise an instrument to help administrators and L.E.A.'s define the competencies as stated in Title V regulations plus establish quality indicators for these competencies.

The attached document has been devised to be used in three ways:

1. To determine if a personalized preparation program or equivalent contains the required competencies

2. To "challenge" the competencies in lieu of coursework. (L.E.A. may arrange for examination of candidate and use quality indicators to determine mastery of competencies.)

3. To sign off on a candidate who has completed two years of successful teaching. (Administrator signing verification of successful teaching may use these guidelines.)

The instrument may be used as a guideline to assist L.E.A.'s in determining the qualifications of prospective applicants.

GUIDELINE/GUIDELINE/GUIDELINE/GUIDELINE/GUIDELINE/GUIDELINE

QUALITY INDICATORS FOR COMPETENCIES
FOR THE DESIGNATED SUBJECTS CLEAR CREDENTIALS

INTRODUCTION

This is a recommended form for recording the attainment within the personalized preparation program of the major knowledges and skills required by the Commission on Teacher Credentialing for candidates for the "clear" Designated Subjects Credential (which includes Adult Education, Vocational Education, Driver Education, and Special Subjects). The quality indicators listed under each of the required competencies are meant to assist in determining the candidate's achievement of the competencies. This document may also be used as a pre-assessment tool to help design the Personalized Preparation Program for the candidate. Specific methods and standards for meeting these requirements are to be adopted by each L.E.A.

Candidate's Name: _____ Phone: _____

SS# _____

School: _____ Phone: _____

_____ Type of Credential: Full/Part _____
Date of Credentials

_____
(Evaluator verifying competency skills) (Date/s Observed)

Directions: The evaluator (the evaluator will be the Commission approved LEA or designee) will rate for each of the competency (knowledge and skill) domains below the level of attainment for each that has been observed of and/or demonstrated by the candidate. The evaluator may use a five point scale for each domain and may refer to the "quality indicators" for each domain in observing such determinations. However, quality indicators are provided for guidance only: they are not exclusive, nor need the candidate necessarily meet all of the indicators for every domain.

The scale is as follows:

(Low) 1 2 3 4 5 (High)

Glossary:

To demonstrate: Methods to demonstrate the quality indicators are as follows: Verification of competencies through a CTC approved personalized preparation program.

(a) Completion of approved course work
(b) Observation of application of competencies
(c) Any combination of (a) and (b)

QUALITY INDICATORS FOR THE COMPETENCIES

+ COMPETENCIES 1 THROUGH 6 ARE REQUIRED OF ALL CANDIDATES FOR THE CLEAR DESIGNATED SUBJECTS CREDENTIAL (PART-TIME AND FULL-TIME)

1. Instructional Techniques: +

Demonstrates the utilization of a variety of teaching techniques and supporting technological methods to make learning more interesting and profitable/relevant for students.

Quality Indicators:

- Demonstrates techniques of effective lesson presentation.
- Demonstrates a variety of teaching techniques (e.g. demonstration, group activities, general discussion, media presentation, lab experience, lecture, etc.).

Comments: _____

Rating: 1 2 3 4 5

2. Curriculum and Media: +

Demonstrates ability to review and select from a universe of ideas and skills those relevant to the needs of students which conform to the goal, objectives, and expected outcomes of a course or workshop.

Quality Indicators:

- Describes the major components of a course outline.
- Determines lesson objectives and communicates them to students.
- Describes an instructional package consisting of objectives, student activities, materials, technological resources, and evaluation for a unit of instruction.

Comments: _____

Rating 1 2 3 4 5

3. Knowledge of Cultural Differences in Students and Communities:+

Demonstrates awareness of and respect for diverse ethnic and cultural groups, and promotes enthusiastic participation by students.

Quality Indicators:

- Has knowledge of and/or demonstrates techniques/approaches that help students who are from diverse cultural backgrounds.
- Demonstrates understanding of the value systems of students when significant differences are expressed in ethnic, religious, social and/or economic points of view.
- Examples are observed of student behaviors that have resulted from improved cultural understanding by the candidate.

Comments: _____

_____

_____

_____

Rating: (Circle) 1 2 3 4 5

4. The Learning Process: +

Demonstrates application of learning theories in classroom/lab enabling students to gain greatest possible value from the instruction.

Quality Indicators:

- Has knowledge and demonstrates application of learning theories that encourage optimum learning on the part of students.
- Provides motivational incentives that help students gain confidence in their learning abilities.
- Has the ability to deal with individual differences relating to learning styles and problems.

Comment: _____

_____

_____

_____

Rating: 1 2 3 4 5

5. Instructional Evaluation, Including Student Achievement: +

Demonstrates the ability to plan and implement a variety of assessment techniques to determine the extent to which prearranged goals are being met, including student learnings and teacher effectiveness.

Quality Indicators:

- Demonstrates a variety of techniques to assess learning on the part of students with different backgrounds.
- Understands how knowledge of evaluation results affect the selection of instructional content techniques and materials.
- Explains how the results of effective instructional activities are useful to students and the instructor.
- Devises means to provide prompt feedback to students about their levels of achievement.

Comments: _____

_____

_____

_____

Rating 1 2 3 4 5

6. Principles and Practices of Instruction: +

Demonstrates command of a variety of instructional strategies which promote learning.

Quality Indicators:

- Prepares and utilizes instructional objectives.
- Identifies learning outcomes and selects strategies and materials that enable students to achieve them.
- Selects course content appropriate to the needs of the student.
- Works individually and/or in organized group activities with students.

Comments: _____

_____

_____

_____

Rating 1 2 3 4 5

7. Supervised Field Experience:

Demonstrates ability to develop, implement, and evaluate an instructional program, unit of curriculum, or a special project related to the area of instruction authorized by the credential.

Program, unit, or special project: _____

_____

_____

_____

_____

Quality Indicators:

- Shows initiative in seeking out practical experiences in the field for students.
- Demonstrates innovative approaches in the development and implementation of the instructional curriculum.
- Displays ability to obtain relevant feedback on student performance.

Comments: _____

_____

_____

_____

Rating 1 2 3 4 5

8. Counseling and Guidance:

Demonstrates ability to recognize personal and academic problems of students and to identify what school or community services are available for referrals.

Quality Indicators:

- Demonstrates knowledge of a range of counseling and guidance services available in the school and community.
- Identifies specific guidance services to assist students with learning and/or other problems.

Comments: _____

_____

_____

_____

Rating 1 2 3 4 5

9. Community and Occupational Relationships:

Demonstrates the ability to involve the "community-at-large" with the instructional program to determine students' needs, establish program goals, aid in recruitment and placement of students, provide resources and program support.

Quality Indicators:

- Uses community resources to enhance instruction.
- Works with a variety of agencies, businesses and individuals.
- Participates in community organizations or projects.

Comments: _____

_____

_____

_____

Rating 1 2 3 4 5

10. Student Work Experience Program: (Vocational, adult, or special subjects, as appropriate for the credential being sought)

Demonstrates the ability to match student learning needs with appropriate work experiences.

Quality Indicators:

- Describes major types of work experience programs.
- Demonstrates knowledge of laws, rules and local practices regarding types of equipment, hours to be worked, and other conditions affecting student work.

Comments: _____

_____

_____

_____

Rating 1 2 3 4 5

11. Organized Activities Designed To improve The Candidate's Academic Or Occupational Deficiencies:

Completes classes, conferences and/or other inservice activities that are identified as means to strengthen the candidate's knowledge and skills in his/her selected area of teaching.

Quality Indicators:

- Enrolled in and/or completed a college or vocational course which is directly related to the candidate's teaching area within the past year.
- Attended professional conferences relating to the candidate's teaching area.
- Engaged in other self-growth activities.

Comments: _____

_____

_____

_____

Rating 1 2 3 4 5

12. Interpersonal Relations/Communications:

Demonstrates ability to relate to and communicate with student in a positive manner in regards to individual expectations toward learning.

Quality Indicators:

- Provides a learning environment where students feel welcomed and valued.
- Demonstrates effective listening and communication skills.
- Facilitates a positive learning atmosphere with student, staff and community.
- Provides motivation for students to learn and disseminates appropriate rewards.

Comments: _____

_____

_____

_____

Rating 1 2 3 4 5

STATE OF CALIFORNIA GEORGE DEUKMEJIAN, Go

COMMISSION ON TEACHER CREDENTIALING
1812 9TH STREET
SACRAMENTO, CA 94244-2700

May 11, 1989

Mrs. J. Corinne Price, Chair
ACSA Designated Subjects Advisory Committee
Salinas Union High School District
431 West Alisal Street
Salinas, CA 93901

Corinne

Dear Mrs. Price:

I commend you and other advisory committee members for the work you have done on the development of credential guidelines. L.E.A.'s who choose to use these guidelines will be greatly assisted in determining the qualifications of prospective applicants for the Clear Designated Subjects Credential.

Your newly developed quality indicators listed under each of the required competencies should provide an important degree of voluntary standardization for determining candidates' achievement of the competencies. Your document will also be useful as a pre-assessment tool to help candidates to design their personalized preparation programs.

It is especially noteworthy that L.E.A.'s statewide have come to some agreement on a single set of competencies. The work of ACSA's Designated Subjects Advisory Committee should prove valuable with the consistency of advice given to prospective candidates.

Although it is important to note that these competencies have not been officially adopted by the Commission, we certainly support the work of the Advisory Committee and look forward to working with you on future projects.

Sincerely,

Dick

Richard K. Mastain, Ed.D.
Executive Secretary